

Message Text

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SUBJECT: FY-1980 GOALS/OBJECTIVES AND RESOURCE MANAGEMENT
(GORM)

REF: (A) STATE 063477, (B) MOSCOW 02729, (C) STATE 084548

FORM ZBB-2

(1) DECISION UNIT: UNION OF SOVIET SOCIALIST REPUBLICS

(2) PACKAGE I OF IV

(3) WE HAVE SELECTED 90 PERCENT OF OUR CURRENT LEVEL AS THE MINIMUM LEVEL AT WHICH THE EMBASSY COULD OPERATE WITHOUT SERIOUSLY IMPAIRING US GOALS AND OBJECTIVES IN THE SOVIET UNION. IT SHOULD BE NOTED AT THE OUTSET THAT THE EMBASSY HAS NOT BEEN ABLE TO STAFF ITSELF PROPERLY BECAUSE THE SOVIET AUTHORITIES IN THE LAST TWO DECADES HAVE CONSISTENTLY REFUSED TO PROVIDE SUFFICIENT HOUSING FOR OUR EMPLOYEES. THE EMBASSY, THEREFORE, HAS FOR MANY YEARS GIVEN SEARCHING CONSIDERATION TO ANY REQUEST FOR AN INCREASE IN STAFF. INDEED THE HOUSING SITUATION OVER THE LAST FEW YEARS HAS BEEN AND CONTINUES TO BE SO POOR THAT PERSONNEL ARRIVALS MUST BE POSTPONED OR IN SOME CASES AN APARTMENT IS SHARED BY TWO OR EVEN MORE EMPLOYEES. AS
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A RESULT, THE EMBASSY'S STAFFING HAS ALWAYS BEEN VERY LEAN TO THE POINT OF EMACIATION IN SOME SECTIONS. A 10 PERCENT CUT ADDED TO THE MANY RESTRICTIONS IMPOSED BY THE SOVIET AUTHORITIES WOULD HAVE A SIGNIFICANT AND DAMAGING EFFECT ON THE EMBASSY'S ABILITY TO FUNCTION.

A 10 PERCENT CUT WOULD RESULT IN THE REDUCTION OF 10 AMER-

ICAN AND 17 LOCAL EMPLOYEES. WE HAVE DISTRIBUTED THESE CUTS EVENLY THROUGHOUT THE MISSION'S SECTIONS AND CONSTITUENT POSTS. THE EXECUTIVE FUNCTION WOULD BE REDUCED BY ONE AMERICAN POSITION, THE SECRETARY OF THE DEPUTY PRINCIPAL OFFICER IN LENINGRAD. IN THE POLITICAL SECTION STAFFING AT THE MINIMUM LEVEL WOULD MEAN THE ABOLITION OF THE PUBLICATIONS PROCUREMENT OFFICER AND THE ASSISTANT PUBLICATIONS PROCUREMENT OFFICER. IN THE ECONOMIC/COMMERCIAL SECTION ONE ECONOMIC OFFICER POSITION WOULD BE ELIMINATED AND HIS FUNCTIONS WOULD BE HANDLED ON A HALF-TIME BASIS BY AN OFFICER IN THE COMMERCIAL OFFICE. IN THE CONSULAR SECTION AN AMERICAN SECRETARY POSITION WOULD BE CUT. IN THE ADMINISTRATIVE SECTION THERE WOULD BE FIVE CUTS, THE CONFERENCE ATTACHE, A BUDGET & FISCAL OFFICER, AN ASSISTANT SECURITY OFFICER, A C&F OFFICER IN LENINGRAD AND ONE IN MOSCOW. A CUT OF 17 LOCAL EMPLOYEES WOULD MEAN A REDUCTION OF A TRANSLATOR AND A DRIVER IN LENINGRAD, 2 TELEPHONE OPERATORS, A MISCELLANEOUS SERVICES ASSISTANT AND 12 GENERAL SERVICES EMPLOYEES IN MOSCOW.

(4) RESOURCE REQUIREMENTS:

- - - - - THIS PKG CUMULATIVE
- - - FY 1978 FY 1979 ONLY - FY 1980

- U.S. OFFICERS - 87 - 87 - 79 - 79

- U.S. STAFF - 17 - 17 - 15 - 15

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- FSL'S - - 168 - 168 - 151 - 151

- - TOTALS - - 272 - 272 - 245 - 245

(5) IMPACT ON CURRENT US POLICY GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES:

THESE CUTS WOULD MATERIALLY AFFECT THE MISSION'S ABILITY TO FUNCTION EFFECTIVELY IN THE SOVIET UNION. THE ELIMINATION OF THE DEPUTY PRINCIPAL OFFICER'S SECRETARY IN LENINGRAD WOULD LEAVE ONLY TWO STAFF AMERICANS TO HANDLE ALL CLASSIFIED DICTATION, FILING AND TYPING. WITH THE ABOLITION OF TWO PUBLICATION PROCUREMENT OFFICERS, THIS FUNCTION WOULD VIRTUALLY CEASE. ALTHOUGH A FEW MOSCOW MATERIALS COULD BE PURCHASED BY THE GSO UNIT ON SUBSCRIPTION, PERHAPS 90 PERCENT OF THE PROCUREMENT OF SOVIET PUBLICATIONS WOULD CEASE. THE CUT OF AN ECONOMIC OFFICER VIRTUALLY ELIMINATES REPORTING ON SOVIET FOREIGN TRADE AND ECONOMIC RELATIONS, INCLUDING CEMA, AND WOULD ALSO RESULT IN SOME REDUCTIONS OF SERVICES AT THE US COMMERCIAL CENTER. THE ELIMINATION OF AN AMERICAN SECRETARY IN THE CONSULAR SECTION WOULD RESULT IN SLOWER PROCESSING OF BOTH IMMI-

GRANT AND NON-IMMIGRANT VISAS. THE CUTS IN THE ADMINISTRATIVE SECTION MEAN CLOSURE OF THE COMMUNICATIONS CENTER DURING PART OF THE WEEKEND, BACKLOGS, MORE TDY SUPPORT AND ADDITIONAL OVERTIME COSTS, SINCE WE ARE NOW VIRTUALLY AT THE CAPACITY OF THE EXISTING FACILITIES AND STAFF. THE CUT OF THE ASSISTANT SECURITY OFFICER WOULD ADVERSELY EFFECT OUR ABILITY TO MONITOR THE NEW EMBASSY CONSTRUCTION PROJECT BUDGETED AT APPROXIMATELY \$100,000,000, AND THE NEW CONSULATE GENERAL IN KIEV. THE ABOLITION OF A B&F

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OFFICER WOULD ADD TO THE EXISTING DELAYS IN PROCESSING VOUCHERS AND PAYMENTS. THE MOST SERIOUS EFFECT OF REDUCING 17 LOCALS WOULD BE REDUCTION IN MAINTENANCE SERVICES IN EMBASSY HOUSING UNITS. BECAUSE OF THE POOR QUALITY OF SOVIET CONSTRUCTION AND THE INABILITY OF UPDK (THE RESPONSIBLE SOVIET AGENCY) TO PROVIDE MAINTENANCE SERVICES, THERE WOULD BE A RAPID DETERIORATION IN THE ALREADY UNSATISFACTORY CONDITION OF EMBASSY HOUSING.

(1) DECISION UNIT: UNION OF SOVIET SOCIALIST REPUBLICS

(2) PACKAGE II OF IV

(3) ACTIVITY DESCRIPTION

AT THIS LEVEL THE SECRETARIAL STAFF IN LENINGRAD WOULD BE RESTORED. THE PUBLICATIONS PROCUREMENT OFFICE WOULD BE RESTORED. THE SECOND AMERICAN SECRETARY IN THE CONSULAR SECTION WOULD BE RESTORED. IN THE ADMINISTRATIVE AREA, A C&R OFFICER AND A B&F OFFICER WOULD RESTORE TO CURRENT STAFFING LEVELS THOSE TWO UNITS. WITH THIS LEVEL OF LOCALS THERE WOULD BE SOME RESTORATION OF MAINTENANCE SERVICE AND EXTENSION OF TELEPHONE SWITCHBOARD HOURS.

(4) RESOURCE REQUIREMENTS:

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- - FY 1978 1979 - ONLY - FY 1980
- U.S. OFFICERS - 87 - 87 - 3 - 82
- U.S. STAFF - 17 - 17 - 2 - 17
- FSL'S - 168 - 168 - 9 - 160
- TOTALS - 272 - 272 - 14 - 259

(5) IMPACT IN CURRENT US POLICY GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES:

THE PUBLICATIONS PROCUREMENT ACTIVITY WOULD LAG WITH THE ESTABLISHMENT OF ONLY ONE OF ITS PRESENT TWO POSITIONS AS WOULD BE ECONOMIC/COMMERCIAL SECTION. THE ADMINISTRATIVE SECTION WOULD STILL REQUIRE INCREASED OVERTIME AND TDY SUPPORT IN C&R LENINGRAD, AND VISITORS AND SECURITY FUNCTIONS COULD NOT BE HANDLED PROPERLY AT THIS LEVEL. THE RESTORATION OF LOCALS AT THIS LEVEL WOULD STILL FALL SHORT OF PRESENT MAINTENANCE SERVICES WHICH ARE THEMSELVES NOT SATISFACTORY.

(1) DECISION UNIT: UNION OF SOVIET SOCIALIST REPUBLICS

(2) PACKAGE III OF IV

(3) ALL CURRENT ACTIVITIES COULD BE CONDUCTED, ASSUMING THAT THE SOVIET AUTHORITIES WILL PROVIDE ENOUGH HOUSING FOR PRESENT STAFF LEVELS.

(4) RESOURCE REQUIREMENTS:

- - - - - THIS PKG CUMULATIVE
- - - FY 1978 FY 1979 ONLY - FY 1980
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- U.S. OFFICERS - 87 - 87 - 5 - 87
- U.S. STAFF - 17 - 17 - - - 17
- FSL'S - 168 - 168 - 8 - 168

- TOTALS - 272 - 272 - 13 - 272

(5) WHILE ALL CURRENT ACTIVITIES COULD CONTINUE AT THIS LEVEL, ALWAYS ASSUMING THE EMBASSY CAN OBTAIN HOUSING, NO PROVISION IS MADE FOR AN INCREASE IN WORKLOAD WHICH WILL OCCUR IN 1979 AND 80 AS A RESULT OF THE NEW EMBASSY PROJECT WHICH WILL ADD AT LEASE 15 MORE FAMILIES AND THE 1980 OLYMPICS IN MOSCOW. THE PRESENT LEVELS ALSO DO NOT TAKE INTO ACCOUNT THE GROWTH OF US-SOVIET RELATIONS IN SUCH AREAS AS TRADE AND SCIENTIFIC AND TECHNOLOGICAL COOPERATION. FOR THAT REASON THE EMBASSY IS SUBMITTING A PART IV.

(1) DECISION UNIT: UNION OF SOVIET SOCIALIST REPUBLICS

(2) PACKAGE IV OF V

(3) ACTIVITY DESCRIPTION

FOR A DETAILED ANALYSIS OF THE RELATIONSHIPS BETWEEN HOUSING, PERSONNEL AND OFFICE SPACE THE DEPARTMENT SHOULD REFER TO 77 MOSCOW A-68. IN THE ECONOMIC/COMMERCIAL AREA THE EMBASSY RECOMMENDS AN INCREASE OF ONE AMERICAN SECRETARY IN THE COMMERCIAL OFFICE. THIS POSITION WAS AGREED BY STATE AND COMMERCE IN 1974, BUT WAS NEVER FILLED BECAUSE OF THE SHORTAGE OF HOUSING. A NEW CONSULAR OFFICER POSITION SHOULD BE ESTABLISHED IN 1979 TO HANDLE THE INCREASE IN WORK RESULTING FROM THE 1980 OLYMPICS. IN THE ADMINISTRATIVE SECTION THERE SHOULD BE AN INCREASE IN 1979 OF ONE ASSISTANT GENERAL SERVICES OFFICER AND ONE ADMINISTRATIVE ASSISTANT. THESE POSITIONS WILL BE NEEDED TO MANAGE THE INCREASE IN WORKLOAD AS A RESULT OF THE NEW EMBASSY CON-

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STRUCTION PROJECT AND THE 1980 OLYMPICS. FINALLY, AN

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AMERICAN SECRETARY POSITION SHOULD BE ADDED TO BE SHARED
EQUALLY BY THE ECONOMIC AND SCIENCE SECTIONS TO HANDLE
THEIR INCREASED ACTIVITY. WITH REGARD TO LOCAL
EMPLOYEES, ONE SOVIET MAINTENANCE WORKER SHOULD BE ADDED TO
DEAL WITH THE INCREASE IN HOUSING UNDER EMBASSY LEASE AS A
RESULT OF THE NEW EMBASSY PROJECT.

(4) RESOURCE REQUIREMENTS:

- - - - - THIS PKG CUMULATIVE
- - - FY 1978 FY 1979 ONLY FY 1980
- U.S. OFFICER - 87 - 87 - 2 - 89
- U.S. STAFF - 17 - 17 - 3 - 20
- FSL'S - - 168 - 168 - 1 - 169

- - TOTALS - - 272 - 272 - 6 - 278

(5) IMPACT STATEMENT

MOST OF THE INCREASES IN PACKAGE IV ARE A DIRECT RESULT OF
TWO CAUSES, THE NEW EMBASSY CONSTRUCTION PROJECT WHICH WILL
MEAN MISSION SUPPORT TO PERHAPS 15 TO 40 MORE EMPLOYEES
AND THEIR FAMILIES OVER THE NEXT 5 YEARS, AND THE 1980
MOSCOW OLYMPICS WHICH WILL GREATLY INCREASE THE FLOW OF US
VISITORS, PRESS AND BUSINESSMEN TO THE SOVIET UNION.

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FUNDING ACTIVITIES:

THE EMBASSY HAS VIRTUALLY NO OPTIONS IN THIS
REGARD. THE SOVIET GOVERNMENT PROVIDES ALL OFFICE AND
HOUSING SPACE AT WHATEVER PRICE IT WISHES TO CHARGE.
THERE IS NO MARKET, NO COMPETITION AND NO CHOICE FOR MOST
GOODS AND SERVICES. LOCAL EMPLOYEES' SALARIES, WORKING
CONDITIONS AND EVEN SELECTION RESTS ENTIRELY IN THE HANDS
OF AN AGENCY OF THE MINISTRY OF FOREIGN AFFAIRS. IN SUM,
THERE ARE VERY FEW PRACTICAL CHOICES. TOON

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